

ABOUT GROWTH

A Quarterly Publication About Growth Management

Summer 2001



Providing financial and technical resources to build livable and sustainable communities

Contents

Planning for future growth under the Growth Management Act 2

Growth management 'success stories' available 2

Communities change as population grows 3

IACC to meet 3

Clark Co. commissioners make key comprehensive plan review decisions 4

Affordable housing challenges to be discussed 5

Regional population forecasts updated every three years 6

Seattle to provide mapping and analysis of Census 2000 results 6

The buildable lands, population allocation connection 7

2001 growth management related legislation 7

Rural county begins population analysis, 2002 review 8

Technical assistance report on best available science ready 8

Coming soon: A growth management population forecast update

By Theresa Lowe
Demographer, Office of Financial Management

Revised Growth Management Act (GMA) population forecasts are now under development by the state Office of Financial Management (OFM) and should be released for local review in December 2001. Final forecasts should follow in January 2002.

Census 2000 population counts, showing actual state and county population change over the 1990s, will be used to update the GMA forecasts released in 1995. The table below tracks the 1995 projections by indicating which counties grew slower than their low projection, or faster than their high projection for the year 2000.

Nineteen counties had 2000 populations that fell within their high and low projection range. Fourteen counties grew slower than

anticipated and six counties exceeded growth expectations. Many of the slower growing counties were just slightly below the projection range.

Slower growth in retirement/recreational areas appears to be due to smaller household size, fewer births, and increasing deaths – all characteristic of aging populations. In 1990 only Garfield, Pacific, and Wahkiakum counties had more deaths each year than births. Now seven counties in Washington are registering a “natural decrease” each year with the largest numbers occurring in Jefferson (-97), Pacific (-64), and Clallam (-58) counties. Economic and other factors will have to be carefully evaluated to anticipate future growth trends in the state’s rural, retirement, and recreational areas.

Population differences or growth rates based on 1990 and 2000 census data cannot be used in their raw form for evaluation of county

PLEASE TURN TO PAGE 5

County 2000 Populations Compared to 1995 GMA Projection Range for 2000

Below Projection Range			Within Projection Range		Above Projection Range		
County	Difference		County		County	Difference	
	Number	Percent				Number	Percent
Benton	-142	-0.1	Adams		Asotin	83	0.4
Whitman	-385	-0.9	Chelan		Yakima	3,265	1.4
Skamania	-123	-1.2	Cowlitz		Stevens	756	1.9
Wahkiakum	-52	-1.3	Douglas		Snohomish	12,192	2.1
Pierce	-9,708	-1.4	Franklin		King	34,163	4.7
Thurston	-3,546	-1.7	Garfield		Clark	15,455	4.7
Columbia	-80	-1.9	Grant				
Kitsap	-5,736	-2.4	Kittitas				
Clallam	-1,791	-2.7	Klickitat				
Pacific	-669	-3.1	Lewis				
Ferry	-241	-3.2	Lincoln				
Grays Harbor	-3,360	-4.8	Mason				
Island	3,622	-4.8	Okanogan				
Jefferson	-2,276	-8.1	Pend Oreille				
			San Juan				
			Skagit				
			Spokane				
			Walla Walla				
			Whatcom				

ABOUT GROWTH

Published quarterly by the Washington State Office of Community Development, Growth Management Program, 906 Columbia St. SW, Olympia, WA 98504-8350. The program administers the state's Growth Management Act. Its role under the GMA is to assist and enable local governments to design their own programs to fit local needs and opportunities.

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Planning for future growth under the Growth Management Act



By Shane Hope, AICP
Managing Director, Growth
Management Program, OCD

More people and a fast growth rate. That's what happened overall in

Washington during the last decade, according to the U.S. Census Bureau.

But what about the future? How can census figures be used to plan for the population that communities will have in the next decade or two? These are important questions that will be partly answered here. Other articles in this publication will help, too.

Under the state's growth management laws, cities and counties make 20-year comprehensive plans and carry them out. Their plans show how much growth is expected and how the growth will be managed.

In the first round of statewide growth planning (1990-2001), most cities and counties adopted 20-year plans. They're now carrying them out.

Soon a second round of growth management planning will begin. By September 1, 2002, each county and city needs to take action to review and, if needed, revise its plan and development regulations to comply with the GMA.

With new census information ready and a deadline coming up for revising comprehensive plans, many communities are wondering about using new population growth numbers for the plans.

Population numbers for growth management planning generally result from a two-step process.

Step One. The state Office of Financial Management adopts a 20-year growth forecast (based on data from the Census and other sources) for each county. This forecast is expressed as a range of population growth numbers (high, middle, and low) and each county can select which of the three numbers to use.

Step Two. Each county consults with its cities about where the growth should go and divides up (allocates) the county-wide figure among all the jurisdictions. Under the GMA, the allocation is meant to encourage urban growth in urban areas and to help ensure that

infrastructure (such as parks, sewer, and streets) will be provided efficiently.

When the two-step process is done, a jurisdiction typically would use the growth numbers to make policy choices about urban growth areas (UGAs), housing, capital facilities, and much more. Plenty of opportunity for public involvement would be included. If the growth numbers or policy choices are different than those contained in the local government's plan, the plan would be amended. In some cases, development regulations may need revision, too.

The steps for using growth numbers are a little more complicated in the second round of growth management planning. That is because the normal two-step process is somewhat out of synch with the deadline for updating plans and regulations.

The deadline is September 1, 2002, but the Office of Financial Management will not be able to adopt a new 20-year forecast until January 2002. That is only a few months prior to the update deadline. (An article on page 1, "Coming Soon: A Growth Management Population Projection Update," explains more about the status of the next forecast.) It doesn't leave much time to allocate the county-wide numbers, involve the public, or adopt any plan amendments.

Although legislation was proposed last session (and the year before that) to modify the update deadline, it didn't pass.

Local governments will scramble to do the best they can, either keeping their current population numbers or making interim changes. (For examples, see other articles in this publication.) The Washington State Office of Community Development (OCD) will offer more detailed technical assistance to sort out the issues.

Planning for future growth is not easy, but it can and should be done.

Growth management 'success stories' available

Achieving Growth Management Goals: Local Success Stories is now available. Recognized for making good progress in achieving GMA goals, the local governments included in the publication received growth management awards as part of OCD's recognition of the 10th GMA anniversary.

Call 360-725-3000 to receive a copy.

Communities change as population grows

By Greg Griffith, AICP

Deputy Historic Preservation Officer,
Office of Archeology and Historic Preservation, OCD

The flow of data from the year 2000 census clearly demonstrates the old adage: The only constant is change.

Through statistical analysis, the census data confirm trends that planners and land use managers have long suspected: United States population continues to increase in numbers, in diversity, and in age. These population trends are manifested in the nation's ever-changing urban neighborhoods and rural landscapes.

Looking back to the turn of the last century, it's startling to realize how much our communities have changed. If we could turn back the calendar to 1901, we would find cities, towns, and neighborhoods with higher population densities and a much more distinct edge clearly defining urban areas from the surrounding countryside. Development – especially commercial and industrial uses – would be most intense along key transportation corridors and intersections, such as ports,

catch a glimpse of what these early 20th century communities would be like. Good examples include historic districts in Dayton, Port Townsend, and Seattle's Pioneer Square – all listed in the National Register of Historic Places.

Returning on our trip to 1901, perhaps the most startling differences would be noticed in the countryside. At that time, the United States was very much an agricultural nation. Farms were smaller and farm work required larger numbers of workers and related industries and services.

In addition to a larger population, rural areas enjoyed a surprisingly diverse population. From the earliest days of EuroAmerican settlement in the 1800s, farms and small villages were host to French Canadians and Pacific Islanders, as well as members of the many tribes that have inhabited the Northwest for centuries. Mining, timber, and related activities drew Asian Americans, African Americans,

Hispanics, as well as Europeans, to communities such as Roslyn, Walla Walla, and the Okanogan.

Again, examples of this rural heritage that have survived and can be visited by the

public include the National Register listed Hovander Farmstead near Ferndale, Olmstead Place near Ellensburg, and Mukai Gardens on Vashon Island.

Intervening years have brought radical changes to how we build and manage our communities and landscapes. Dominance of automobiles for transportation and resulting growth of suburban development have changed the character of historic urban and rural areas. Increasingly, archaeological sites and historic farming communities are lost to housing and commercial and office complexes.



PHOTO / DAWN MADDOX, OAHP (SPOKANE)

Although population growth changes towns and cities, historic preservation efforts help people catch a glimpse of what earlier communities were like. Colfax Main Street Historic District, 1985, left. The Corbin Park Historic District in Spokane, 1979, above.

On the other hand, neighborhoods near the urban core often suffer disinvestment and decline. Recognizing these threats, jurisdictions across Washington are working to protect reminders of our vanishing heritage through the enactment of ordinances, design guidelines, and land use codes. These and other tools are working to preserve elements of our heritage as national and global populations grow and change.

IACC to meet

The Infrastructure Assistance Coordination Council is offering an Infrastructure Financing Conference November 6-8 at the West Coast Wenatchee Center Hotel.

This conference includes training, program sessions, and information from technical teams. The conference covers a variety of topics related to the cost and financing of infrastructure for jurisdictions. It is useful for local decision makers, engineers, public works directors, and planners.

Registration is due by October 15, 2001. Please contact Jacquie Andresen at the Public Works Board, P.O. Box 48319, Olympia, Washington 98504-8319 or call (360) 725-5002.



PHOTO / H. MATTHEWS (COLFAX)

riverfronts, and the all important railroad connection.

Since early decades of the 20th century, zoning and land use codes have been effective in separating residential areas from industrial and commercial uses. In this era, a jumble of building materials, architectural styles, shapes, and sizes were used that added to the vitality of the built environment. The Main Street Historic District in Colfax is a good example of typical commercial development in the early 1900s. Through historic preservation efforts during the past 40 years, we can

Clark County commissioners make key comprehensive plan

By Pat Lee

Long-Range Planning Manager, Clark County

Over the past 20 months, Clark County and each city within the county have been examining their GMA comprehensive plans.

During Phase 1 of the plan review, key questions were identified that would need to be answered through the update efforts. Phase 2 ended with major policy direction from the Board of County Commissioners.

Staff will apply the direction in the remaining phases to determine if actual changes in comprehensive plan policies, land use plans, and capital facilities plans are needed. An environmental impact statement will also be prepared.

One of the key directions is to update the plan using an annual population growth rate of 1.5 percent over a 20-year planning horizon. With the anticipated completion of the comprehensive plan review in 2003, this round of planning will apply through the year 2023.

The county's comprehensive plan requires that planning be based on population forecasts from OFM. The 1.5 percent forecast is between the medium (1.83 percent) and low (1.06 percent) ranges of an interim population forecast OFM provided to the county recently. Any significant discrepancy between the interim population figure chosen by the Board of County Commissioners and the final range provided by OFM in late 2001 or early 2002 would have to be resolved prior to completion of the comprehensive plan review.

What does this 1.5 percent population growth rate mean? It means that the county will plan to accommodate an additional population, 140,000 people, roughly equivalent to the current population of its largest city, Vancouver. The county is also working with the state Department of Employment Security to determine an appropriate job creation forecast based on the 1.5 percent population growth rate.

The process of allocating population and employment growth among the county and

its cities has begun. The board and a steering committee of elected officials from each city are reviewing development data between 1995 and 2000 as required under the state's buildable lands legislation (RCW 36.70A.215) and are discussing how best to comply with the evaluation requirements.

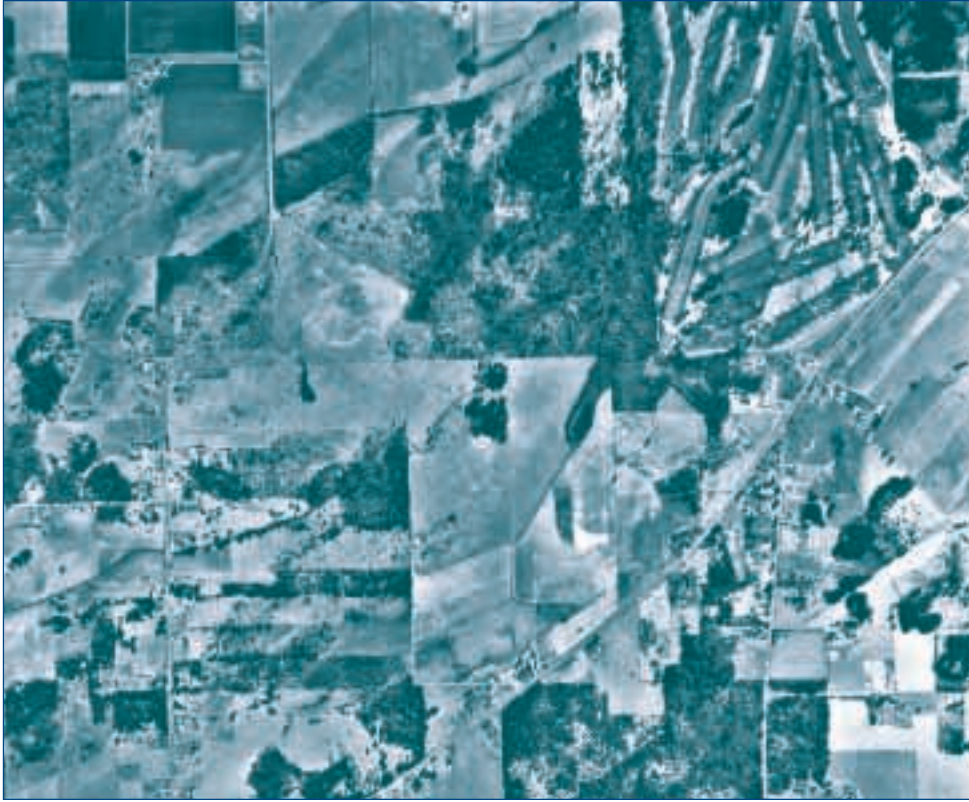
Initial steps are to determine available capacity to absorb growth within existing UGAs. Growth will first be allocated to lands identified as vacant or underutilized applying the county's vacant buildable land model as directed by the Board of County Commissioners. If there is not sufficient capacity within UGAs to accommodate all of the forecast growth, negotiations will be undertaken among all jurisdictions with a goal of reaching a consensus distribution of the unallocated balance.

In these Clark County aerial photos, the area to the northeast of the City of Vancouver in 1955 was largely rural and agricultural lands, shown on page 5. In 1999, shown below, urbanization dominates the area and most of the land has been annexed to the city.

WSDOT PHOTOS



review decisions



Coming soon: A growth management population forecast update

CONTINUED FROM PAGE 1

growth trends. This is because the 2000 census did a better job counting people than the 1990 census did. In other words, differences between the two census counts are due to: (1) births minus deaths; (2) net migration; and (3) improvement in the census count.

As the result of a highly successful advertising campaign and several excellent outreach programs, Census 2000 counted approximately 35,000 to 40,000 people in Washington that had been missed in 1990. Most of the improved counting occurred in large urban counties and rural areas that have large minority populations. True growth will need to be established for these areas so that accurate current trends can be incorporated into growth expectations.

Water resources also remain an important consideration in the GMA projections.

It's OFM's intent to distribute growth discussion packages to county officials and regional councils by mid- to late October 2001. To the extent that time allows, individual and regional meetings will be held throughout the state to discuss and guide the projections that will be released for review in December 2001. Staff from OFM look forward to discussing the GMA projections with local officials, planners, and citizens.

Affordable housing challenges to be discussed

The 9th affordable housing conference, *Housing Washington 2001*, will take place Oct. 15-17 at the Sheraton Tacoma Hotel.

Speakers will include Nicolas Retsinas, Joint Center for Housing Studies at Harvard University, Michael Pyatok of Pyatok & Associates, and Charles Buki of the Neighborhood Reinvestment Training Institute.

Sponsors are the Washington State Housing Finance Commission and OCD in partnership with the Washington Low Income Housing Network and the Blue Mountain Action Council.

For more information, visit www.wshfc.org/conf, or call 1-800-767-HOME (4663) ext. 773.

Regional population forecasts updated every three years

By Larry Blain
Principal Planner, Puget Sound Regional Council

The Puget Sound Regional Council (PSRC) produces long-range forecasts of population, households, and employment for use in public and private planning activities in King, Kitsap, Pierce, and Snohomish counties.

These regional forecasts are updated every three years using a mathematical model based on detailed regional data (collected annually since 1958) and incorporating national demographic and economic forecasts.

Each year the regional forecast totals are allocated to forecast analysis zones (FAZs) using the most recent data on population, households, and employment. Information from the region's long-range transportation plan — currently called Destination 2030 — also is used. Member agencies review the initial drafts of the forecasts to ensure consistency with local comprehensive plans.

The current regional forecasts were prepared in 1997 and will be updated in fall 2001, in coordination with OFM's new county-level forecasts. The current allocations to FAZs were prepared in May 2001, before the 2000 census data and detailed 2000 employment data were available. New allocations, using the new regional forecasts, will be finalized in May 2002 and published on the regional council's web site, www.psrc.org.

PSRC is the federally designated metropolitan planning organization for central Puget Sound. It is also a regional transportation planning organization under the GMA. Under PSRC's policies, the transportation elements of local comprehensive plans need to be consistent with the region's long-range plan, if the projects in the local plans are to be eligible for federal funds.

Seattle to provide mapping and analysis of Census 2000 results

By T.J. Moore
Geographic Information Systems Analyst, and

Diana Cornelius
City Demographer

Seattle Strategic Planning Office

Seattle's Strategic Planning Office is developing two new online resources that will allow the public, elected officials, planners, and other local government staff to review results of Census 2000 for the city.

A free, interactive service will allow the user to view Census 2000 data on a map of Seattle. In addition, a new Population and Demographics web page provides analysis of data for Seattle and informs users about how to find additional Census 2000 results and analyses.

Mapping to provide data visually

The interactive online service allows people not only to review census data, but also to map population and housing information dynamically. The service is scheduled to begin in September 2001.

The mapping tool, called the TractMapper, allows the online user to view data at the census tract level. Initially it will contain the redistricting information from Census 2000 (population size, race, ethnicity, and voting age population size) and data from the 1990 Census. Data will be expanded as further results of Census 2000 are released.

The capabilities of the software include:

- Navigating around the map (panning and zooming).
- Mapping areas with different colors or shades based on the classification of data into ranges.
- Finding data values by census tract (for example, the Black/African American population count for census tract 106).
- Deriving data "on-the-fly" from two (or more) variables (for example, generating a population density map by dividing population by area).
- Performing attribute queries (for example, identifying which tracts have an Asian population of greater than 10 percent).
- Drawing circles on the map that have a given radius from a point.

Seattle's TractMapper



- Showing geographic areas for reference (such as parks and urban centers).

This capability is part of Seattle's new online clearinghouse for planning-related information and urban research called the Seattle Planning Information and Data Resources Center (SPIDR). This pilot project explores the benefits of new web-based technologies for providing government services online.

Information analyzed for local use

The city's Population and Demographics page presents and analyzes population and housing data specific to Seattle. The online report *Population Highlights: What We Know From Census 2000* compares Census 2000 results with those from the 1990 Census. It also contrasts Seattle with other geographic areas, including King County, Washington State, the United States, and other cities in the U.S. This report will be expanded, as more results become available from the U.S. Census Bureau.

The web site also:

- Lists the main data products that are currently available from Census 2000.
- States the Census Bureau's tentative release schedule for additional data.
- Notes the difficulty in comparing some data in the 1990 and 2000 censuses.
- Provides related web links.
- Makes available data tabulations, maps, and reports for Seattle based on the 1990 and 2000 census data.

This web page is located at www.cityofseattle.net/planning/cnp/demog/demog.htm.

The buildable lands, population allocation connection

By Chandler Felt
Demographer, King County

How is King County reconciling the upcoming buildable lands deadline with release of the new population forecasts?

The county is keeping the timelines for those processes separate. With 39 cities plus unincorporated area to coordinate, the county and its cities are scrambling to meet the September 1, 2002, deadline for reporting on density and capacity under the 1997 GMA buildable lands amendment.

It's a big job. Coordination is occurring on a daily basis at all levels from elected

officials to city planning directors to technicians who actually measure the amounts of development and buildable land. At a political level, this coordination relies on four caucuses that represent broad areas: Seattle; Bellevue; 37 suburban cities; and King County.

Buildable lands work in King County is geared toward evaluating the success of the county-wide planning policies (CPPs) adopted in 1994 and comprehensive plans of each jurisdiction, mostly adopted in 1994 and 1995.

The CPPs and comprehensive plans are based on OFM's 1992 population forecast which predicted 1,857,100 persons in King County by 2012, an increase of just

under 300,000 persons in 20 years. We converted the 20-year population growth into households and allocated the household growth to each jurisdiction in the form of growth targets. Each target is a policy statement of the amount of growth an urban jurisdiction will accommodate by 2012. All the targets together add up to 195,000 new households, enough to house OFM's forecast of nearly 300,000 additional persons.

Our buildable lands report will evaluate our progress against those targets and the comprehensive plans during our initial growth management period ending in 2012. By mid-2002, King County jurisdictions will know if we can comfortably accommodate growth up to 2012. The 2002 buildable lands evaluation report will not directly consider the issue of growth beyond 2012.

However, King County's growth will not stop in 2012. OFM will inform us early in 2002 just how many additional people to expect in the next ten years beyond 2012. We anticipate that the new OFM population forecast will affirm that, as a whole county, we are on track to meet the 2012 population target.

We view the years after 2012 as an extension of 1992–2012 growth, and that calls for a corresponding extension of targets. King County jurisdictions are meeting in 2001 to develop an allocation methodology and criteria before the new OFM numbers are published. The intent is to reach agreement on policies and an allocation process that can facilitate the allocation of the actual forecast.

Although King County will not immediately use the new forecasts in our 2002 buildable lands evaluation report, there's a relationship between them. We will use data from buildable lands as part of the process of allocating the new forecasts to each jurisdiction. Land capacity (whether there's enough land for residential, commercial, and industrial development) and recent rates of development will be among the factors we consider in order to extend targets and accommodate the next round of growth.

2001 growth management related legislation

This session, the Legislature passed two bills directly affecting growth management. A third bill, which streamlines permitting for major transportation projects, also relates to growth management.

Special commitment center and secure community transition facility

3ESSB 6151 (Chapter 12, Laws of 2001, Extraordinary Session 2) authorizes the state Department of Social and Health Services to site and operate a special commitment center and a secure community transition facility on McNeil Island to house persons conditionally released to a less restrictive alternative.

The state's authority to site an essential public facility under RCW 36.70A.200, in conformance with comprehensive plans and development regulations, is not affected, and with the exception of these two facilities, state agencies need to comply with those plans and regulations. (RCW 36.70A.103)

3ESSB 6151 added secure community transition facilities (as defined in RCW 71.09.020) to the list of essential public facilities typically difficult to site.

Each city and county fully planning under the GMA is required to establish a process, or amend its existing process, for identifying and siting essential public facilities, and to adopt and amend its development regulations as necessary to provide for the siting of secure community transition facilities. Local governments are required to complete this by September 1, 2002.

Any city or county not fully planning under the GMA is required to establish a process for siting secure community transition facilities and amend or adopt development regulations necessary to provide the siting of these facilities. (RCW 36.70A.200)

Major industrial developments and master planned locations

ESHB 1997 (Chapter 326, Laws of 2001) extends the deadline in RCW 36.70A.367 for certain counties to designate an industrial land bank. The counties that are eligible now have until December 2002 to establish a process for designating a bank of no more than two master planned locations for major industrial activity outside of a UGA. Grant and Lewis counties are eligible under the extension.

Environmental streamlining

ESB 6188 (Chapter 2, Laws of 2001) creates an interagency committee to further the goals of environmental streamlining, an effort to find a comprehensive approach to balancing the need for environmental protection with the need to provide needed transportation infrastructure. The committee will:

- Create a process that integrates and consolidates review and permitting processes so that they occur concurrently rather than sequentially.
- Create a process to develop program-level permits for routine activities, such as roadway resurfacing.
- Explore the development of a consolidated local permit process.
- Identify opportunities to eliminate duplication of procedural and substantive permit requirements.
- Seek delegation of federal permit review and drafting responsibility to state level agencies for expedited review.
- Establish pilot projects to explore a new model processes for environmental streamlining.

The law also identifies an interim permit process the Washington State Department of Transportation may use for transportation projects of statewide significance.

Rural county begins population analysis, 2002 review

By Rita R. Robison, AICP
Editor, *About Growth*

Douglas County uses historical data, building permits, and vacancy rates to estimate population growth for the county and each one of the towns and cities. The projections are based on census data from 1940. The population model uses the average rate of growth over a ten-year period for the last 60 years. The rate of growth is then applied to develop population forecasts.

"The model is a common approach to developing basic projections," said John Shambaugh, planning manager, Douglas County Transportation and Land Services.

In 1992 Douglas County was close to OFM projections. The county had 100 more people than the census count and OFM numbers were 400 higher, all within the low and high population range used by the county to develop their initial GMA comprehensive plans.

Using the continuous projection and historical model approach, the county will prepare interim population forecasts that it will use until January 2002 when OFM's 20-year projections will be ready, said Shambaugh.

"We'll look at OFM's projections and, hopefully, we'll be fairly close," he said. "If we're way off, we'll have to go back and address the comprehensive plan elements with the revised figures."

Douglas County has begun its 2002 review, as required under the GMA. "We're going back and reviewing new state legislation adopted in 1997 and 1998, such as the best available science requirement. Our plans were adopted before the new legislation."

The county will be looking at planning around airports for airports in Mansfield and Waterville, transportation issues, and shoreline management, he said. "At the same time, we have watershed planning and ESA (Endangered Species Act) issues going on. A lot of the base data that has been collected for these efforts will be considered in the 2002 comprehensive plan review."

Public utility districts, the Upper Columbia River Salmon Board, and the Northwest Planning Power Council subbasin planning efforts also are collecting data or developing plans or projects that could affect comprehensive plans and development regulations in the county, Shambaugh added.

As part of the county's 2002 review, Douglas County will be taking a look, along with the towns and cities within its

boundaries, at the county-wide planning policies. "Because there have been changes in GMA legislation and other state and county issues, we'll revisit the policies."

In 1990 Douglas County opted to plan under the GMA because it was anticipated that by 1993-94 the county would be required to plan under the act with an estimated 21.5 growth rate for the previous ten years. The majority of the county's growth is around the East Wenatchee area. Bridgeport, on the northern border of the county within commuting distance of the cities of Chelan and Brewster, is also growing rapidly, increasing in population from 1,640 to 2,059 between 1990 and 2000, according to Census 2000. Rural service centers – such as Orondo and Sun Cove along the Columbia River – also are experiencing growth.

Technical assistance report on best available science ready

In July the Growth Management Program published a draft report on citations representing some sources of best available science for designating and protecting critical areas.

Called *Citations of the Best Available Science for Designating and Protecting Critical Areas – Preliminary Draft Report*, the report was circulated for public review and comment. OCD has received recommendations from local governments for improving the report's usability. For example, the report will include contact names from state agencies with critical areas expertise in its revised format.

The final report will be published in September 2001. To view this report on OCD's web site, go to www.ocd.wa.gov/growth.

The report is organized into sections based on the GMA five critical areas (wetlands, critical aquifer recharge areas, frequently flooded areas, geologically hazardous areas, and fish and wildlife habitat conservation areas). Also included is a section with information on anadromous fisheries.

The citations are not an exclusive list of all the best available science currently published but offer scientifically valid sources frequently used by state resource agencies.

As a next step, OCD will be developing model critical area ordinances consistent with management recommendations from valid science. These model ordinances will be available in the spring of 2002.



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Community Development

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